

RESULTS
LESSONS LEARNED
RECOMMENDATIONS
TOOLS

from the Peace and Development Analysis (PDA) process
in Kyrgyzstan

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1. INTRODUCTION

The Government of Kyrgyzstan is conducting a nation-wide Peace and Development Analysis (PDA) process with the support from the United Nations Development Programme (UNDP). The purpose of the PDA process is to jointly and formally establish a common picture on the conflict prevention priorities in Kyrgyzstan. The PDA process is a participatory, multi-stakeholder process that helps government, civil society and other relevant actors to analyze the local context from different points of view. It is a bottom-up approach where the voices and concerns of the people are brought to national and local development planning frameworks. UNDP Kyrgyzstan, as part of the technical support given in the implementation of the process, is placing high value on the documentation of the lessons that have been learned and the knowledge that has been gained under this process, and wishes to share this knowledge with other colleagues working in the field of conflict prevention.

What does this knowledge product aim to achieve? UNDP Kyrgyzstan wishes to promote cross-country learning regarding the role of participatory analysis processes in preventing conflict by sharing the strategic results and reflections and practical recommendations and tools from the experience of the Peace and Development Analysis (PDA) process in Kyrgyzstan.

Why document the experiences from the PDA process in Kyrgyzstan? When UNDP in Kyrgyzstan initiated the PDA process, a wealth of conceptual and methodological knowledge from other PDA processes existed. The team in Kyrgyzstan was able to draw upon this pool of knowledge when implementing the PDA process. However, practical recommendations and tools regarding the implementation of the process were not available. This knowledge product should be seen as a contribution to the existing knowledge pool and a contribution to cover the gap in terms of practical tools.

Who can benefit from this knowledge product? Fellow UN/UNDP colleagues at Country Office and Headquarters level, other actors from the international community and the non-governmental sphere.

How to use this tool? This document is not an exhaustive product that tries to present all learning gained under the PDA process, but is rather focused on strategic issues related to the PDA process as a conflict prevention intervention and practical recommendations for the implementation of a PDA process. As such it gives a short explanation of the PDA approach, the conflict context of Kyrgyzstan and the PDA process as carried out in Kyrgyzstan. The rationale behind undertaking the PDA process is thereafter described, followed by a presentation of the impact and results from the process.

The practical part of the document is structured according to the three phases¹ of the PDA process: 1) preparation phase, 2) analysis phase, and 3) taking action on PDA findings. Each phase of the PDA process involved different activities and work streams, which can be seen as 'building block' of a PDA process. For each building block, this information is provided:

- a short description of the activity and why it was important in the PDA process;
- recommendations and considerations for the implementation of the activity;
- relevant tools and resources useful for planning and implementation.

How was this knowledge product developed? Consultations with a wide range of actors involved in the PDA process in Kyrgyzstan were carried out, including representatives from the Government and civil society at national and local level, key observers; UNDP and the Peace and Development Programme. Karin Andersson has developed the knowledge product in the capacity of UNDP consultant and has benefited from previous lessons learned, analysis and recommendations from a variety of actors that have formed part of the PDA process in Kyrgyzstan, such as national and local-level government, civil society partners, colleagues from UNDP and from the Peace and Development Programme and international experts.

It is important to note that this document is neither a formal evaluation nor an in-depth review of the PDA process. Efforts have been made to ensure that a wide range of perspectives (both external and internal) are included in this knowledge product, while recognizing the added value that would result from an external and more thorough evaluation of the process.

¹ It is important to note that the PDA is not a linear process. The activities feed in to each other and important crosscutting priorities, such as capacity building, gender and ensuring national ownership, are ongoing throughout the process. However, for the sake of user-friendliness, the information will be presented by phases.

2. BACKGROUND

This short background section first provides a snapshot of what the Peace and Development Analysis (PDA) process entails. It thereafter briefly outlines the conflict context in Kyrgyzstan in which the PDA process was carried out, and describes the main components, mechanisms and actors of the PDA process in Kyrgyzstan. Based on this, pointers as to where the lessons learned, recommendations and reflections presented in this document can be used are provided.

2.1. WHAT IS A PEACE AND DEVELOPMENT ANALYSIS (PDA) PROCESS?

Before starting to outline the lessons learned, results and recommendations from the PDA process, it is important to present a brief overview of what a Peace and Development Analysis (PDA) is from a conflict prevention perspective.

The approach of the PDA process is the result of developments in a range of disciplines such as PRA (participatory rural appraisal), conflict analysis and multi-stakeholder dialogue processes on conflict issues. Shortly stated, the PDA process is a comprehensive, participatory and multi-stakeholder tool for joint problem definition and recommendation development regarding local and/or national conflict prevention priorities. It achieves this by combining consultative and analytical processes to establish a common picture of conflict prevention and development priorities in conflict prone countries. Conflict analysis -- such as the PDA -- has now become a central part of conflict-sensitive practice and planning in the development field.

The Peace and Development Analysis (PDA) process is an extension of the Conflict-related Development Analysis (CDA) tool that has been used by different actors for many years, including in places as diverse as Fiji, Indonesia, Colombia and Mauritania. The CDA builds on different analytical approaches by the donor and non-governmental communities, as well as UNDP's own experience with conflict assessment processes. In this context, UNDP Kyrgyzstan wishes to contribute to the pool of existing knowledge in this field with lessons learned gained from undertaking a PDA process in a pre-conflict setting in the former Soviet Union.

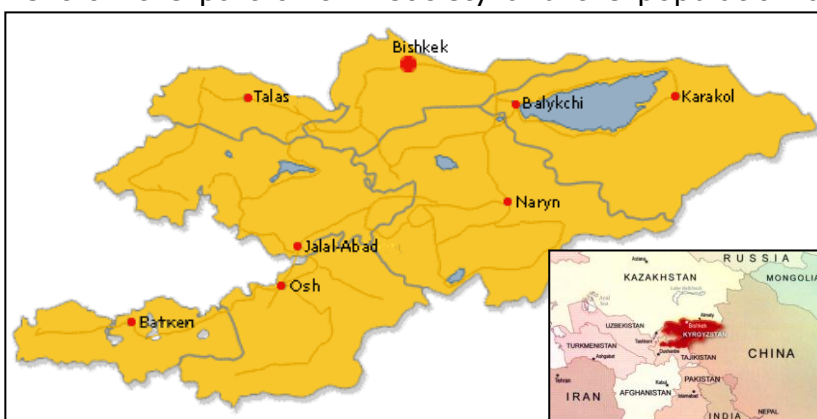
2.2. CONFLICT CONTEXT IN KYRGYZSTAN

Kyrgyzstan is the second poorest country of the former Soviet Union Republics with a total population of 5.1 million. Since independence from the Soviet Union, the country has experienced a relative liberal economic and social development compared to neighboring countries. However, recent developments suggest a trend towards greater governmental authoritarianism and control. Although few open violent conflicts and clashes occur in Kyrgyzstan, the context is characterized as a pre-conflict context with latent conflict potential and a situation of 'negative peace'. This means that underlying tensions exist in society at both national and local level that hamper development. These tensions are not addressed in an effective manner and indicate symptoms of deeper problems and issues, which neither

the government nor the civil society is addressing properly. If these deeper problems and issues are not attended to, they could lead to violent conflict.

The tensions and conflicts that exist in Kyrgyzstan are of a multi-faceted nature stemming from a variety of challenges. Governance-related problems such as poor relations between local and central authorities and the population as well as relations between local self-governments and higher levels of authority exist. Corruption, lack of dialogue and trust between the population and the authorities coupled with unequal power-relations leads to increased discontentment on the part of civil society and the population at large. Voices are marginalized

including those of youth and women and many people have lost faith in the government and the system. The high prevalence of minorities in Kyrgyzstan coupled



with rising nationalism leads to sudden eruptions of violence at the local level. Several other issues are causing tensions at local level, including the poor management of natural resources, corruption and manipulation of the electoral process, juvenile delinquency and violence, religious intolerance and growing radicalism, and the unfinished delimitation and demarcation of international borders. Public officials have low capacity for analyzing, understanding and addressing the linkages between conflict and development. Additionally, no policy frameworks exist that address conflict prevention priorities.

On the other hand, Kyrgyzstan is characterized as a fairly open society in the regional context. The Government at both national and local level shows a certain readiness for dialogue and acknowledges the need to strengthen mechanisms and structures that contribute to social cohesion, tolerance and peace. This can in part be explained by the March 2005 events in Kyrgyzstan, which resulted in the abrupt end of the rule of the former President Akayev. The upheaval revealed a wide range of political and social problems caused by persistent poverty, widespread unemployment and weak governance structures. The collapse of the former government sent an important message that government representatives need to stay in touch with the population and that possible root causes of conflict should be dealt with at an early stage.

2.3. WHAT IS THE PDA PROCESS IN KYRGYZSTAN?

The Peace and Development Analysis process (PDA) in Kyrgyzstan is first and foremost a development planning tool that assists key actors to jointly and formally establish a common vision of peace and development in Kyrgyzstan. It is a bottom-up approach, where the voices and concerns of the people are brought into national and local level development planning frameworks. In Kyrgyzstan, the PDA process was launched by the Government in January

2008 and implemented nation-wide with the technical support of UNDP through the National Execution (NEX) modality. The Peace and Development Analysis process in Kyrgyzstan has been carried out in three phases:

Preparation and Planning Phase: In this phase, the PDA process was planned and designed. The partnership between the Government of Kyrgyzstan, the civil society organization Foundation for Tolerance International (FTI) and UNDP was established. The responsible entity from the Government was the Department for Economic and Social Policy of the Presidential Administration that advises the president on key social and economic development issues and is responsible for designing social and economic development strategies for the country. The United Nations Development Programme (UNDP), through its Peace and Development Programme (PDP), supports the Government of the Kyrgyz Republic with technical assistance and advice in the implementation of the PDA process. The civil society organization Foundation for Tolerance International (FTI) was responsible for the implementation of the PDA workshops.

Given the national context, the PDA process in Kyrgyzstan included an emphasis on establishing and providing ongoing support to national and local level mechanisms to steer and support the process:

- The **National Steering Board** functions to provide oversight and guidance to the overall PDA process. The Board was chaired by the Head of the Department for Economic and Social Policy and comprised representatives from government, civil society, academic institutions and the parliament. Unfortunately this institutional structure and the Department which was the PDP's key counterpart in Government has not yet been re-established by the Interim Government (as at August 2010) although some of the members of the Board and Units of the Department (such as that for Risk Assessment) still exist.
- **Oblast**² **Advisory Committees** support the successful accomplishment of the PDA process at provincial level. They are chaired by the Deputy Governor and comprise representatives from local authorities and the civil society sector.

Analysis phase: This phase has two principal components: 1) multi-stakeholder consultations, and 2) complementary research.

- **Multi-stakeholder consultations:** The PDA process brought together people from all sectors and levels of Kyrgyz society in a participatory, multi-stakeholder process that permitted government, civil society and development representatives to jointly analyze the local context from different points of view. Nine three-day workshops were carried out in each of the oblasts of the country, for the capital city of Bishkek and with youth representatives from across the country. The participants included representatives from public structures, civil society and the business sector and included youth, women, ethnic minorities, elders, mass media and religious representatives. The PDA workshops

² The term 'oblast' refers to an administrative territorial division within former Soviet Union Republics and will hereafter be used interchangeably with the term province.

provided a platform to develop a common picture among all relevant stakeholders at local and nation level and to begin a deeper dialogue about the causes and dynamics of social tensions in Kyrgyzstan. The participants of the PDA workshops were consulted about their vision of peace and development in the oblasts. Obstacles to, and capacities for reaching this vision of peace were analyzed. The PDA participants also analyzed local tensions that can lead to social unrest and proposed ways to address these tensions.

- **Complementary Research:** The research component, in the form of a nation-wide survey and thematic research, complements the findings from the consultative PDA workshops by providing in-depth quantitative and qualitative analysis on key issues. The nation-wide quantitative survey focuses on peace and development-related risks and challenges as they are perceived by the broader public. Thematic research further analyzes certain key peace and development priorities that were identified during the PDA workshops, such as governance and conflict, gender equity and women's empowerment, food security, and natural resources and conflict.

Taking action on findings: The findings of the oblast level consultations are being consolidated into a National Report that will be presented by the National Steering Board at a national conference. Participants at the conference will come from the Government, civil society, private sector, media and regional/international organizations. Based on the findings from the PDA process, a national conflict prevention strategy will be formulated. This strategy will concretely target both national and local levels and will assist actors in incorporating conflict prevention priorities into existing and future development planning and legal frameworks, such as Oblast Development Strategies, the Country Development Strategy and strategic laws and regulations on contentious issues. UNDP has contracted an international consultant to make recommendations for linking the P&D Analysis to a Conflict Prevention Strategy and to programming of necessary elements of this into Government, Oblast, UNDP and other donor programmes.

2.4. WHERE CAN THIS KNOWLEDGE PRODUCT BE USEFUL?

Apart from feeding into the pre-existing pool of knowledge on the role of participatory processes in conflict prevention efforts, the experiences from the PDA process in Kyrgyzstan can be considered especially useful in:

- Pre-conflict situations where latent and low-scale conflicts and tensions present obstacles to sustainable development and could develop into larger scale violence and conflict. The previous PDA-type processes have predominantly been carried out in conflict and post-conflict situations. The added value of the lessons from the PDA process in Kyrgyzstan springs from being learned in a post-soviet and pre-conflict setting where certain capacities and governmental planning frameworks were more advanced than in other countries.

- Situations where the link between conflict, peace and development is not obvious to main stakeholders and where the awareness of the importance for conflict prevention needs to be raised.
- Situations with a certain degree of openness and acknowledgement of the existence of problems on behalf of the Government.
- Situations where UNDP wishes to support the government at national and/or local level to develop policy frameworks aimed at addressing root obstacles to peace.

Since the approach forming the basis of a Peace and Development Analysis benefits from elements of both conflict analysis and participatory rural appraisal methodologies it allows the PDA process to be both flexible and usable in a variety of different contexts, as long as appropriate adaptations are made.

3. WHY CONDUCT A PDA PROCESS IN KYRGYZSTAN?

This section outlines the rationale behind conducting a process such as the PDA in Kyrgyzstan, seen from the perspective of both the Government and UNDP. It describes the existing capacities and resources that were important to consider when taking the decision to carry out a PDA process and the proposed objectives of the PDA process.

3.1. PERSPECTIVE OF THE GOVERNMENT OF KYRGYZSTAN

- ***From reactivity to pro-activity:*** In the country context described above, the Government of Kyrgyzstan regarded the PDA approach as an intervention that could contribute to shifting its focus from mainly addressing the symptoms of deeper rooted problems to instead starting to address root obstacles to peace. The PDA process was seen as a vehicle that could help the Government to break away from the predominant 'fire-fighting' mindset, and to promote a more preventive approach by understanding the key dynamics of conflict.
- ***Identify new information:*** the PDA process was seen as an instrument that would help to identify threats to the state and factors that contribute to conflict at local and national level. The PDA process was identified as a mechanism to generate information needed to inform the development of national and local level policy frameworks, such as the Country Development Strategy 2009-2011 and Oblast Development Strategies. This information was seen as complementary to the information the Government already possessed, since it is generated from a broad base of different voices from the local level – rarely heard by the Government at national level.

3.2. PERSPECTIVE OF UNDP

- ***Change UNDP approach for conflict prevention:*** For UNDP, the PDA process was seen as a strategic tool to change the approach of an existing conflict prevention programme from mainly addressing the visible symptoms of problems to instead identifying and addressing the root causes of conflict. The PDA process was seen as a way to also change the approach of the existing programme from addressing mainly local issues to instead support national policy frameworks for conflict prevention.
- ***From 'doing it ourselves' to building national capacity:*** the PDA process was seen as a vehicle to change an approach where local issues were directly addressed by the Programme, and instead create and support longer lasting structures and capacities that can address conflict prevention priorities at local and national level.
- ***Establishment of mechanisms for peace:*** for the Government of Kyrgyzstan, the PDA process also entailed the establishment of

national and local mechanisms for peace (in the form of the National Steering Board and the Oblast Advisory Committees). These were seen as being able to help the Government and provide support to the Presidential Administration in its work.

- ***Entry point for mainstreaming conflict prevention within UNDP:*** the PDA process was considered as a potential catalyst that could inform 'regular' UNDP programming to start addressing structural causes of conflict through their programmatic interventions (e.g. democratic governance, poverty reduction, environment etc.).

3.3. EXISTING CAPACITIES AND RESOURCES

A number of preconditions, capacities and resources existed that were important to inform the decision to carry out a PDA process. Political will by the government to engage in the process was present alongside a strong and active civil society at both local and national level. Furthermore, UNDP has been supporting conflict prevention efforts in Kyrgyzstan since the year 2000. Thus the PDA process was part of a comprehensive UNDP portfolio of conflict prevention interventions and the PDA effort could build on pre-established trust, legitimacy and relationships of the existing Peace and Development Programme. Additionally, the existence of an international Peace and Development Advisor, a pool of international knowledge, expertise and best practices and a team of national staff working both in various provinces and the capital were significant factors when deciding to carry out the PDA process. Strong backing and support from UNDP-BCPR and from the UNDP Senior Management in UNDP Kyrgyzstan was fundamental in the planning and implementation of the PDA process.

3.4. PROPOSED OBJECTIVES OF THE PDA PROCESS

The proposed objectives of the PDA process were the following:

- To strengthen knowledge and skills of government and civil society to analyze peace, conflict and development issues in a gender sensitive manner.
- To contribute to making oblast level development plans more conflict sensitive.
- To lay the foundation for developing a national conflict prevention strategy.

The PDA approach was identified as a strategic tool to achieve the objectives above, for several different reasons. Capacity building lies at the heart of PDA-style processes and the PDA process in Kyrgyzstan was designed to strengthen skills of both participating government and civil society organization. The PDA process combines a guided and professional yet truly participatory approach to identification of priorities for conflict prevention. The approach identifies both national and local tensions and provides information on both manifestations of conflict and structural causes of conflict. All this leads to credible results and information that can be used by the Government at national and local level to inform and improve policy development. Furthermore, experiences from other contexts show that a

PDA is an intervention that promotes further Government involvement and ownership in conflict prevention efforts.

4. WHAT DID THE PDA PROCESS ACHIEVE?

The following section outlines the achievements of the Peace and Development Analysis process in Kyrgyzstan as a conflict prevention intervention. The section provides pointers for colleagues working in other contexts on what a PDA-styled approach can achieve in the context that was previously described. In brief, this section hopes to show why it can be worthwhile to engage in an undertaking such as a PDA process. The results are presented according to: 1) public policy frameworks for conflict prevention, 2) skills and capacity in conflict analysis and dialogue, 3) peacebuilding and trust building, and 4) action generated on conflict prevention priorities.

4.1. PUBLIC POLICY FRAMEWORKS FOR CONFLICT PREVENTION

In terms of public policy frameworks, the PDA process contributed to the following results:

- The PDA process served as a strategic **entry point for policy development for conflict prevention** at both national and local level. Through the PDA initiative, the momentum and the political will to push forward a national strategy for conflict prevention has been created. The mechanisms to ensure national ownership and to steer the development process of the national strategy for conflict prevention are established in the form of a National Steering Board and Oblast Advisory Committees. Policy discussions at local level have been initiated through open multi-sectoral forums, where the key results of the PDA process have been introduced to a wider audience, and preliminary discussions on the inclusion of these results into the oblast planning frameworks have occurred.
- The PDA initiative successfully **promoted and ensured government ownership and involvement** in conflict prevention and the process was seen by all participating actors as driven by the Government. This was achieved through the **establishment of multi-sectoral mechanisms for peace** under the direct lead of the Government – in the form of a National Steering Board and Oblast Advisory Committees at provincial level. Their establishment also signified an important achievement, since no multi-sectoral, government headed mechanism existed previously that could address conflict-related issues, neither at local level nor at national level. The strong focus on these mechanisms in the PDA process in Kyrgyzstan ensured the legitimacy of the PDA process and its outcomes and minimized resistance to sensitive and critical findings of the process.
- The PDA process has produced **a credible, legitimate and joint analysis on conflict prevention priorities aimed at policy development** for the government, the civil society and for the international community at both national and local level. As such it provided the entry points, priorities, and broad strategies that can serve as building block for the design of interventions. What sets the PDA generated information apart from existing analysis and information is that it is:

- Generated differently than the normal information reaching the government. The strength of the PDA information stems from it being a result of a guided and professional, yet truly participatory approach that includes the voices from all sectors of society. The PDA process included actors that normally are excluded from policy discussions, and provided forums where all sectors and groups could partake: women and men; old and young and representatives from the different ethnic and religious groups of Kyrgyzstan.
 - A new and different kind of information for the government. The PDA process generated information on pressing local tensions and the conflict potential at local level; on the linkages between peace, conflict and development, and on the linkages between root causes of conflict and the manifestation of tensions.
 - Of a constructive and forward-looking character focused on recommendations for concrete action. This should make it easier for the government to acknowledge and accept the information.
 - Evidencing the weak points of local and national government bodies in preventing and addressing root causes of conflict and surfacing tensions. The PDA process also evidenced the areas and issues that require further analysis and research.
- The PDA process has contributed to the initial ***incorporation of conflict prevention priorities into public policy frameworks***. The process to design the development policy framework 'Strategy Kyrgyzstan 2020' directly used PDA findings, especially related to management of water resources and priorities related to ethnic and religious issues at the local level. The Security Council of the Kyrgyz Republic is including PDA findings related to religious radicalism, community security and inter-ethnic relationships into the 'Concept for National Security'. The Department for Economic and Social Policy under the Presidential Administration used the PDA findings to direct government stimulus grants and development projects from other donors towards areas that had been identified as vulnerable to instability and tensions with the idea to promote development in vulnerable areas and counteract structural causes of conflict.
 - The PDA process has contributed to ***raising the profile for the need of conflict prevention*** at both national and local level. At the national level, key conflict prevention priorities identified through the PDA process have been put on the national political agenda. The President of the Kyrgyz Republic has emphasized three areas directly identified under the PDA process as national priorities, such as the importance of multi-sectoral platforms for dialogue, the need to strengthen common values and the problem of violence and extortion in schools. While not with certainty attributable to the PDA process, these three issues were constantly raised at all PDA workshops and fed to local and national authorities throughout the process. The inclusion of these PDA findings into the national political agenda facilitates any potential future action to address these issues. Furthermore, in certain oblasts, the PDA process represented the first public discussions and analysis on issues related to conflict.

4.2. SKILLS AND CAPACITY IN CONFLICT ANALYSIS AND A MULTI-STAKEHOLDER APPROACH

The PDA process was instrumental in building capacity and skills in conflict analysis and a multi-stakeholder approach for two different groups: 1) participating institutions responsible for the implementation of the PDA process, such as the Presidential Administration, local and national level public institutions forming part of the Oblast Advisory Committees and the National Steering Board, and civil society groups, and 2) participants during the three-day PDA workshops:

- The PDA process has **strengthened the skills and changed the approach** of participating government and civil society representatives in terms of multi-stakeholder analysis and planning approaches. This included a focus on mutual understanding, consensus building, joint planning and commitment to collaborative action. They experienced first hand the value of good process, inclusion, transparency and cooperation to identify and develop recommendations for solving problems and realized the wide range of issues that profit from joint efforts between civil society and the government.

The head of the National Security Council pointed out how being part of the PDA process changed their way of working. Previously, adhering to a mono-sectoral approach, they only worked with public structures. By forming part of the National Steering Board, the Security Council was exposed to a participatory and multi-stakeholder process for the first time. Seeing the value of it, they are now working together with a civil society organization to address PDA findings such as violence and extortion in schools and religious radicalism. They do so by employing an inclusive, multi-sectoral approach that involves a wide range of actors.
- The PDA process has **strengthened the skills** of the implementing partner from the civil society in facilitation and participatory conflict analysis. The organization also gained valuable knowledge about conflict prevention priorities at local level and improved their organizational skills. The organization, Foundation for Tolerance International (FTI), continues to use the PDA approach in their work separate from the PDA process.

4.3. PEACE BUILDING AND TRUST BUILDING RESULTS

The PDA process contributed to progress towards social cohesion outcomes related to building trust, common ground and improved relationships between the stakeholders:

- The PDA process helped **counteract the existing engagement gaps and trust deficit** between public sectors and the rest of society. The consultations were important as forums where participants could let off steam; where groups were brought together and where communication channels were opened up.

“Since the PDA process was initiated by the Government, the fact that the Government wants to hear our voices shows their respect for all of us, and we are glad to be here. Moreover, it reflects the democracy in our country... its shows the attitude of our Government to religion”

Imam Kasym toro, Mosque Al-al Beit, Talas Oblast
- The PDA process provided ‘venting’ possibilities and the space for people’s voices and concerns to be heard by decision-makers. Mutual trust was

promoted by focusing on a positive and solution-based approach, instead of apportioning blame and guilt.

- The PDA process contributed to the **empowerment of participants** of the PDA workshops. The participants were encouraged to take responsibility and action on identified priorities and contribute to their solution. The PDA process promoted a more positive outlook for the future by focusing on existing capacities and the development of recommendations. In this way, common ground and ownership was built of actions needed to be taken. In Kyrgyzstan it was important to counteract the idea that all measures should be taken from the top and that the solution of problems always is the responsibility of someone else.
- **Attitudes were transformed** during the consultations of both the responsible institutions and of the participants in the consultations. The PDA process served as an awareness raising and sensitization instrument in the following ways:
 - The PDA process provided a forum to openly raise and discuss sensitive and conflictive issues. This was deemed especially important in the context of Kyrgyzstan where strong cultural value is placed on harmony and where tensions and conflicts are seen as something that should be suppressed and not openly discussed.
 - Mutually distrusting, suspicious and negative attitudes towards other sectors, specifically along a public-civil sector divide, were transformed during the workshops, according to the participants.
- **Champions for peace** – local and national actors that are considered pivotal for preventing and/or mitigating conflicts – have been identified and involved through the mechanisms for peace of the PDA process. Through participating in the Oblast Advisory Committees and the National Steering Board, these actors have been connected to a wider network of actors and contacts involved in peacebuilding and conflict prevention. In addition, the PDA process facilitated links and contacts between these different actors at national and local level, and between different sectors of society.

4.4. ACTION GENERATED ON CONFLICT PREVENTION PRIORITIES

The PDA process has served as a **catalyst for action** for starting to address the priorities for conflict prevention that were identified during the process. A variety of actors, ranging from national and local level government representatives, OAC members, UNDP programmes and civil society organizations have started to take action on the priorities identified under the PDA process:

- **Joint cooperation between civil society and state actors to address PDA findings:** As a direct result of the PDA process, two members of the National Steering Board for the PDA process – the National Security Council and the civil society organization Foundation for Tolerance International – have initiated a follow-on initiative to address violence and extortion in schools. They have set up a multi-sectoral coordination committee consisting of representatives from the Security Council, the Foundation for Tolerance International, the Ministry of

Internal Affairs, the Department for Child Protection, the Ministry for Youth, and the Ministry of Education. They arrange multi-stakeholder forums at local level to further analyze the problem and plan actions with key stakeholders. As a result, the Ministry of Education has made changes in the education policy to promote security in schools, awareness raising is carried out in schools, and concrete manuals have been developed and disseminated to school teachers and students on violence and extortion and ways to address the problem.

- **Local Governments promoting peacebuilding:** Apart from starting to incorporate PDA priorities into local development strategies, participating local governments in the PDA process have also listened to the recommendations developed during the PDA workshops to start addressing key problems in their provinces. This included promoting activities that emphasize the building of trust, such as arranging cross-border events to bring the populations from different countries closer together.
- **UN/UNDP response for tackling conflict prevention priorities:** The PDA process will serve as an entry point for other UNDP programmes to start addressing the root causes of conflict falling under their mandate. For the UN, the analysis generated under the PDA process has served as input into project formulation and design.

The formulation process of a comprehensive, multi-year UN inter-agency Voice and Accountability Programme explicitly defines outcomes that have been built around the main priorities identified in the PDA process. It aims at addressing tensions that were identified as obstacles to peace and to strengthen mechanisms that were identified as capacities for peace and development. The programme has been presented to the Government of Kyrgyzstan as a concrete UN response to address PDA identified priorities.

5. HOW TO CARRY OUT A PDA PROCESS?

This chapter is structured according to the three phases³ of the PDA process: 1) preparation phase, 2) analysis phase, and 3) taking action on PDA findings. Each phase of the PDA process involved different activities and work streams, which are presented. Each of these activities can be seen as a 'building block' of a PDA process. For each building block, the following information is provided:

- A short description of the activity and why it was important in the PDA process;
- Recommendations and considerations for the implementation of the activity;
- Relevant tools and resources useful for planning and implementation.

It should be noted that the information and recommendations presented in this knowledge document have been generated in the specific context of Kyrgyzstan. As such, they should not be read as guidelines or 'truths', but rather as aspects that can be important to consider. Each national context will require a different approach when implementing a PDA-style process. However, it is the hope of UNDP Kyrgyzstan that this information can be used as a source of information and inspiration for colleagues planning to carry out a similar process in another country context.

5.1. PREPARATION PHASE

The work of this first phase of the PDA process is critical to build vision and commitment among partners; clarify roles and responsibilities; build capacities of all partners and lay the groundwork for each of the subsequent phases. In Kyrgyzstan, the preparation phase entailed the planning and design of the PDA process and the establishment of the partnership between the Government of Kyrgyzstan, the civil society organization responsible for the PDA workshops and UNDP. Given the national context, an emphasis was put on establishing national and local level mechanisms to guide and support the process, such as a National Steering Board and local level Advisory Committees. The preparation phase in Kyrgyzstan took approximately one year.

5.1.1. Laying the foundations for a PDA process

This section includes recommendations related to the important steps taken to anchor the PDA process in the national context, including: 1) assessing the feasibility of conducting a PDA process, 2) building UNDP buy-in and understanding of the PDA process, 3) ensuring governmental ownership and buy-in, and 4) adapting the PDA process to the national context.

5.1.1.1. Assess the feasibility of a PDA process

³ It is important to note that the PDA is not a linear process. The activities feed in to each other and important crosscutting priorities, such as capacity building, gender and ensuring national ownership, are ongoing throughout the process. However, for the sake of user-friendliness, the information will be presented by phases.

UNDP-BCPR HQ was consulted on a regular basis in this preliminary step and following their recommendation; an international expert with experience from other PDA-style initiatives in Fiji and Indonesia assessed the feasibility and appropriate timing for a PDA process in Kyrgyzstan.

Considerations:

When assessing the feasibility of conducting a PDA process, it might be useful to consider the following:

- ❑ Consult on an ongoing basis with UNDP-BCPR Headquarters, relevant regional bureaus and senior UNDP management at Country Office level regarding the feasibility of conducting a PDA-style process.
- ❑ Use international expert(s) with comparative experiences of carrying out a PDA process to: 1) assess the feasibility and timing of a PDA process in the given national context through in-country mission(s), 2) calibrate the PDA tool to the national context, 3) facilitate governmental buy-in through action planning workshops.
- ❑ External experts need to have experience of carrying out PDA processes in other countries, and should combine both a strategic perspective of what PDA-type processes can achieve and a thorough understanding of the PDA methodology.
- ❑ Carry out joint meetings with representatives from local and national authorities to ascertain what information they really need. The PDA methodology, but also the format and style of the resulting reports, needs to be calibrated to meet their needs.
- ❑ Be realistic about the required time and human resources that are needed to carry out a PDA process and ensure that grant agreements, contracts and other planning documents take this into account.
- ❑ The relevant institutions -- such as research companies, civil society organizations and gender experts, etc. -- should be mapped and their capacity assessed. Concrete strategies should be outlined early if capacity is found to be weak.
- ❑ Acknowledge the need for UNDP programmes to show results. Develop different options of what a PDA process can do, but also what it cannot do. For each option, outline the expected results and outcome. As has been seen in Kyrgyzstan, a PDA process can have both process-related outcomes (e.g. building of trust, promotion of social cohesion, etc.) and policy-related outcomes (e.g. ensuring conflict sensitivity in local development plans).
- ❑ Consider the timing of the PDA process to see how it can be used for UN and/or UNDP planning purposes. If possible, make the PDA

‘A PDA undertaking is an intensive process: in terms of manpower, financial resources and emotional energy’

Neal Walker
Resident Representative of UNDP Kyrgyzstan

process a part of country office or programme strategy development (e.g. CCA, UNDAF, project proposal development).

Tools and Resources

- ❖ TOR International Advisor
- ❖ Mission agenda

5.1.1.2. Build UNDP buy-in and understanding of a PDA process

Ensuring buy-in and understanding of the PDA process is an ongoing effort that is crucial to the success of the undertaking. It implies ensuring the support from UNDP management in terms of upcoming needs during the implementation of the process and the following up on the findings.

Considerations:

- ❑ Work closely with Resident Representative, Deputy Resident Representative, Assistant Resident Representative and other senior management to ensure their buy-in on a continuous basis.
- ❑ Use concrete results of PDA processes carried out in other places and use international experts to present the process in order to promote buy-in.
- ❑ Make sure senior management understands the heavy political and policy implications of a PDA process and their role in the undertaking.
- ❑ Consider the possibility to involve and engage all UNDP senior programme staff in an initial discussion of the PDA process. This could promote UNDP staff buy-in for the PDA process, which will be useful in a variety of PDA-related activities (e.g. preparation of workshops, following through on results, etc.).
- ❑ If possible, get UNDP commitment on the implementation of PDA findings per UNDP focus area. The findings from a PDA process will inevitably touch upon UNDP priority areas, such as democratic governance, poverty reduction, capacity development, etc. A previous commitment to take action on these priorities will send a clear message to the national government and to other partners involved in the process. Given the generalized high turn over of UNDP staff – consider a formalized agreement if relevant.
- ❑ Strive to ensure multi-year funding for a PDA process. Knowledge that funding exists will ease programming and will make it easier for UNDP to plan follow-up activities. A PDA process also provides excellent entry points to mainstream conflict prevention throughout UNDP programming, and funding should be set aside for this.
- ❑ A lesson learned from the PDA process in Kyrgyzstan is that the trust- and relationship building dimension of a PDA process needs to be thoroughly explained and unpacked to the local team. It

might be useful to consider further training to ensure that the whole team understands these dimensions of a PDA process.

Tools and Resources

- ❖ Presentation of PDA processes

5.1.1.3. Ensure Government ownership of a PDA process

A fundamental building block of any PDA-style process is to ensure backing and ownership from the national government – either at local or at national level. The way that this is done will highly depend upon the pre-existing relationships with the government and the national context. However, below are some considerations that might be worthy to bear in mind when planning a PDA process.

Considerations:

- ❑ Consider what governmental actor to partner with for a PDA process. In Kyrgyzstan, the changing of counterpart from the National Security Council to the Department for Economic and Social Policy under the Presidential Administration implied a move away from a security-focused approach to a development policy focused approach.
- ❑ One strategic way to ensure government ownership at both national and local level is to establish the mechanisms necessary for a PDA process under the leadership of the Government. In Kyrgyzstan, this was done through the establishment of a National Steering Board and local-level Advisory Committees (see section 5.1.2.1. for in-depth information on this step).
- ❑ Explain the PDA process thoroughly to government counterpart, including the value and benefit from full participation of the government in the PDA consultations which will contribute to building trust with local population.
- ❑ Consider conducting background research that can provide a baseline for the PDA process and a justification for the government. If so, consider the political sensitivities involved when carrying out the research. Clarify in TOR that the research needs to be politically acceptable and concretely useful for the government. Involve governmental partner in the research through expert group.
- ❑ Consider carrying out a kick-off conference for the PDA process arranged by the Government. Considerable work needs to be invested in preparing and informing the participants on the PDA process prior to the conference. Care should be taken when using examples from other PDA experiences, as they may seem imposed and not relevant to the specific country context.

Tools and Resources

- ❖ Terms of Reference Background research
- ❖ Agenda national conference

5.1.1.4. Adapting a PDA process to the national context

The approach of a PDA process needs to be fine-tuned to the national context and will involve different activities depending upon the situation. In Kyrgyzstan, this building block benefited from input from an international advisor who has been part of other PDA processes.

Considerations:

- ❑ Determine and fine-tune a PDA process through ongoing consultation with Government, civil society and UN/UNDP team at national and local level. This should include, but is not limited to a review of the strategic objectives, expected results, geographical coverage, methodology and management arrangements of a PDA process.
- ❑ It can be recommendable to use international expert(s) with experience from similar processes – but it is important to couple this with inclusive decision-making, a careful assessment of the local situation and thorough planning.
- ❑ Mainstream gender in the preparation phase of the PDA process by ensuring that all Terms of References for staff, experts and partners and the design of all capacity building and training is gender sensitive.
- ❑ Calibrating a PDA process to a national context needs to be a full team exercise. Joint planning is necessary to ensure that all team members are onboard in terms of **why** a PDA process should be implemented, **what** a PDA process can contribute to achieving, and **how** a PDA process should be implemented considering the country context.
- ❑ Consider and analyze the interplay between the national context, the proposed results of a PDA process and the PDA methodology in depth. Is the proposed methodology appropriate to generate the information needed for the results envisioned?
- ❑ When determining the strategic goal(s) of a PDA process, be careful to take into account all necessary steps that will need to be taken, the human resources and funding that will be necessary and the evaluations/mapping/capacity assessments that will be necessary. For instance, if a strategic objective is to use the PDA generated analysis to ensure that local development plans are conflict sensitive, it is highly recommendable to assess the implications this has on a PDA process in terms of timing, methodology, report formats and budgetary implications, etc.
- ❑ If conducting a PDA process in a pre-conflict setting, the methodology and approach of the PDA process should be revamped to further emphasize and focus on peace and conflict.

- ❑ Develop a concept note to put on black and white the end result of assessments, consultations and joint discussions and to present the core ideas of the PDA process. It may be useful to develop: a) one concept note for external audiences, and, b) one internal concept note for UNDP that - apart from the information contained in the external concept note - also outlines management arrangements.

Tools and resources:

- ❖ PDA concept notes (internal and external)
- ❖ Terms of Reference International Advisor
- ❖ Gender CDA Guidelines
- ❖ Conflict Sensitivity Guidelines

5.1.2. Establishing a management structure for a PDA process

Once the foundations for the PDA process have been laid, it is important to set up the management structure for a PDA process. This involves developing key strategic and operational partnerships with a variety of actors. In Kyrgyzstan this was done through focusing on: a) PDA mechanisms that guide, support and give credibility to the PDA process, b) operational partnership with an a civil society organization to support the implementation, and c) a UNDP management structure for the process.

5.1.2.1. Establishing national PDA mechanisms

In Kyrgyzstan, a national-level Steering Board and local-level Advisory Committees were set up to guide and support the PDA process. These mechanisms were instrumental to legitimize the PDA process and to ensure national ownership of the PDA process. These entities also serve as a platform for interaction between representatives from different sectors on priority issues and promote trust and interaction between the central and local level.

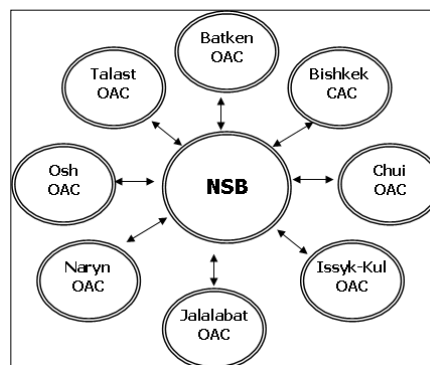


Figure 1: National PDA Mechanisms in Kyrgyzstan, represented by one national-level Steering Board and eight local-level Advisory Committees

Considerations:

- ❑ Recognize and plan for the amount of work and time that is needed for establishing mechanisms for a PDA process. Dedicate at least a year with frequent visits to the provinces to establish trust and credibility with local authorities and civil society. Assess possibilities for doing this work together with civil society partner.
- ❑ Consider how to formulate the regulations for PDA mechanisms. In Kyrgyzstan, the regulations were kept general in order to not tie the hands of the committees. However, this also led to uncertainty and confusion among the members in terms of their roles and responsibilities in the PDA process.

- ❑ Consider in beforehand what the strategy and possibilities for UNDP are in terms of supporting and strengthening these mechanisms. Issues related to their institutionalization, mandate, budgets/funding, monitoring and evaluation, training and capacity building, planning of activities, enforcement of decisions and sustainability will invariably emerge.
- ❑ UNDP Kyrgyzstan gradually learned how to engage the PDA mechanisms more and more in the PDA process. It is advisable to empower the structures to be active in choosing PDA workshop participants and to be co-responsible for PDA Workshops.
- ❑ A National Steering board needs to be nationally driven and nationally populated. A risk matrix with contingencies should be developed to ensure preparedness for unforeseen events that may affect the running of a Steering Board.
- ❑ When establishing PDA mechanisms, the following might be worth considering:
 - Get approval from highest relevant responsible government representative. It may help to explain that the PDA mechanisms will help the authorities by involving people that are not decision makers but that can provide information and help improve decision making processes.
 - To keep the mechanisms functional, the number of members should not exceed 10-12. The committees should represent different sectors of society and special efforts should to be taken to ensure a membership that reflects gender, age, ethnic and religious representation.
 - Meet separately with public authorities, civil society organizations, minority and religious groups. Explain the process and the importance for them to participate to defend their rights. Subsequently, bring all actors together to explain their role and to formalize their membership.
- ❑ Training and capacity building should be considered a corner stone of the engagement with these mechanisms. Carry out a training needs assessment (TNA) to gauge the needs and plan for capacity building early on in the process. **Tools and resources:**
 - ❖ Regulations for National Steering Board
 - ❖ Regulations for Oblast Advisory Committees
 - ❖ Governors Decree on establishment of Oblast Advisory Committees
 - ❖ Presidential Apparatus Decree on the establishment of the National Steering Board

Carrying out PDA consultations without setting up appropriate mechanisms may prove problematic. In Kyrgyzstan, as a result of a request from the Government, a specific consultation was held with youth representatives from across the country. The workshop yielded important results that will be incorporated into the National PDA Report but since no appropriate mechanism was established, no responsibility to act on the findings was assigned and a lot of momentum was

5.1.2.2. Establishing partnership for implementation

A PDA process is a human resource intensive undertaking. Forming strategic partnerships and building capacity is fundamental for the success of a PDA process and ensures a timely implementation of a PDA process.

Considerations:

- ❑ Recruit the research institute and civil society partners early in the process. Bring them into the detailed planning and adaptation of the PDA process. Ensure that resources for involving implementing partners early in the process and potentially in follow-up activities are in place. Assess capacities and needs among implementing partners for their respective roles. Design and implement training programme based on findings.
- ❑ Consider whether to work with more than one civil society organization in the implementation of a PDA process. Working with one organization will facilitate coordination and implementation, whereas working with a consortium of organizations may broaden the partnership, promote cooperation and learning between organizations and strengthen more local capacity and skills.
- ❑ When selecting civil society implementing partner(s), consider their experience and skills regarding: a) planning, carrying out and facilitating multi-stakeholder workshops; b) report writing; c) reputation and perceptions of neutrality; d) organizational capacities; e) display of gender and ethnic balance in team; and f) skills related to dialogue building and dealing with politically sensitive issues.
- ❑ Consider the team of facilitators when choosing implementing partner. When selecting facilitators it is important to consider the following criteria: a) balanced diversity (ethnicity, age, gender, etc.); b) facilitation experience; c) understanding of conflict and social tensions; d) ability to operate in a team; e) attitude (e.g. inclusive, encouraging, respectful, maintain integrity, be neutral, problem-solving-oriented, culturally sensitive, etc.)
- ❑ Consult and involve existing civil society networks and forums throughout the PDA process (e.g. civil society advisory boards to the UN). In this way, instead of just working with one civil society organization as an implementing partner, the PDA process would benefit from broader input and involvement from civil society.

Tools and resources:

- ❖ TOR civil society counterpart
- ❖ Request for Proposal
- ❖ Memorandum of Understanding UNDP – civil society implementing partner

5.1.2.3. Establishing PDA team within UNDP

This section includes considerations that might be useful for UNDP to take into account when setting up the structures and components relating to the

project management of a PDA process. It should be noted that a PDA is a process-intensive undertaking that implies a heavy workload on any UNDP team and a well developed internal management structure will avoid unnecessary strain on the team.

Considerations:

- ❑ Set up Project Board composed of UNDP chairperson and representatives from implementing partner(s). A Project Board provides working-level space for coordination of activities and reports to the Steering Board.
- ❑ A PDA process needs a core team which focuses solely on the implementation of the process. Develop a clear organizational chart outlining responsibilities. In the formation of the team, UNDP needs to consider all the key activities to be undertaken and ensure there is sufficient staff to carry them forward as the pressure and complexity of the programme, together with the demand to deliver will put the team under stress and jeopardize the quality of the PDA work and other programme commitments.
- ❑ Create the space for joint strategic reflection within the full team from UNDP, civil society partner and government during the entire process. Apart from the day-to-day coordination and discussions that are part of the implementation, it is important to create the space for strategic reflections and analysis.
- ❑ Language issues are important to take into account in all steps of a PDA process. Eventual necessary translation will inevitable slow down the implementation of activities. Consider how translation of key PDA terminology will be approached.
- ❑ Strong emphasis is needed on communication, outreach, awareness raising and advocacy in a PDA process. Seek support from UNDP Country Office communication office and ensure a specially assigned team member in the PDA team from the outset. Design a straightforward communication strategy for how to generate momentum for the PDA process through articles, TV, internet and radio.
- ❑ When communicating the PDA process, the main message should be simple and understandable for all different levels, sectors and groups involved and targeted in a PDA process.
- ❑ Potential tools to communicate the PDA process could include letters from the UNDP Resident Representative to donors for increased engagement, up-dates prepared to the Steering Board and Advisory Committees, press-releases before and after PDA workshops to inform the public of the events, multi-media coverage of the PDA workshops (including interviews with participants) for documentation purposes, and folders and information materials with background information on the PDA process. A document

structured along the idea of questions and answers on what the PDA process is, can serve a good informational role.

- ❑ Develop a communication protocol for the PDA process to outline what information is sent to whom, when and how. This can help to regularize information sharing.
- ❑ The PDA Project Coordinator, with an exclusive focus on the PDA process, plays an important role in a highly intensive process. S/he needs to maintain excellent working relationships with all actors, constantly push the process forward and in this way act as a 'motor'. For this reason, apart from skills in project management and leadership, candidates should be screened for their qualifications in regards to relationship- and consensus-building and maintaining good process standards.
- ❑ Consider conducting a mid-term support and evaluation mission by an international advisor with expertise from similar processes. This gives a possibility to benefit from outside perspectives, assess and reflect on progress to date on both process and project management, recommend improvements and advise on next steps.

Tools and resources

- ❖ PDA Indicative Work Plan
- ❖ Logical Framework of a PDA process
- ❖ TOR international expert for mid-term evaluation
- ❖ Formats for media advisories and press-releases
- ❖ Examples of outreach materials (folders and leaflets)
- ❖ Background information structured according to questions and answers
- ❖ Risk log for a PDA process
- ❖ TOR PDA Coordinator

5.2. ANALYSIS PHASE

The analysis phase of the PDA process in Kyrgyzstan involved both carrying out the multi-stakeholder consultations in all the provinces of the country and qualitative and quantitative complementary research. The phase took approximately one year to carry out. The following sections provide considerations for each of the steps taken during this phase.

5.2.1. Consultations

The PDA consultations are centered on the facilitation of a series of workshops which taken together, provide a national, broad-based and participatory conflict and peace analysis. The goal of the consultations is to gather people's perceptions of the issues/problems that need addressing in relation to peace and development as well as agreement on the strategic priorities for development responses. This section provides recommendations and tools regarding the initial capacity building of the civil society partner; the preparation, carrying out and reporting of the PDA workshops and the presentation and validation of the findings.

5.2.1.1. Capacity building of civil society partners

The strengthening of capacities and skills is an integral part of any PDA initiative. One of the strengths of a PDA process is the heavy focus on imparting new knowledge, skills, and methods from international and global practice to national actors. A PDA process makes the practice of these tools and approaches and learning on the job possible in a very concrete way. In the PDA process in Kyrgyzstan, a civil society organization was responsible for the implementation of the consultative workshop, involving the planning, facilitation and report writing of PDA workshops. An international expert was hired to train the civil society counterpart in the specific PDA workshop methodology. Further capacity building for civil society partners (NGOs, CBOs) will almost certainly prove necessary if they are subsequently to be involved (and perhaps contracted) in the process of implementation of any Conflict Prevention Strategy (and capacity development of Government at both National and Oblast levels). If social capital is to be created, a combination of 'action learning' and capacity building for local NGOs / CBOs resulting in agreed locally integrated action plans for community development (and thus policy impact) will be necessary. This may require coordination of programming within a UNDP Country Office.

Considerations:

- ❑ Considerable time and resources are needed for the capacity building of the civil society implementing partner. Gauge the need of the implementing partner based on pre-existing capacities and experience.
- ❑ Hold a training workshop for the implementing partner(s) and the UNDP PDA team. Training is required to ensure a deep understanding of the concepts, principles, approach and methodology of a PDA process. Involving the UNDP team as much as possible will maximize input, promote team building and buy-in of the process. During the training, go through the facilitation module for the PDA workshop systematically. Consider conducting

a “trial” workshop where facilitators could practice, refine certain components, experience the flow of the sessions, and give and receive thorough feedback.

- ❑ A lesson learned from Kyrgyzstan point to the fact that beyond skills in the PDA methodology, it might be useful to train civil society partner in mediation, dialogue building and strategic planning (both in government and civil society context).
- ❑ Gender needs to be fully incorporated in the capacity building component. This translates into two priorities for the capacity building of the implementing partner: 1) carry out specific training in basic gender sensitivity for the implementing partner, and 2) once the awareness of the importance of gender is established, jointly mainstream gender throughout the PDA workshop methodology. This means ensuring that all methodological tools, criteria, and follow-up questions reflect gender considerations in order to analyze the differential impacts of key conflict issues on men and women and that the recommendations are assessed for their positive or negative knock-on effects on gender-relations. Specific time, expertise and resources need to be allocated to this.
- ❑ Depending on the scope and the expected result of a PDA process, pay special attention to the report writing part of the workshop process. Make sure that the appropriate training and skills are available for report writer(s) and minute takers, since it forms a quintessential part of the PDA process.
- ❑ If carrying out a PDA process in a pre-conflict setting, special emphasis should be put on the conceptual explanations of ‘peace’, ‘development’ and ‘conflict’. In a pre-conflict setting the linkages might not be clear, and the PDA methodology might need adaptation. The facilitation team needs to understand clearly the idea to be able to transmit it to PDA workshop participants.
- ❑ After the core PDA process is complete, and when programming further UNDP (and other donors) support for capacity development (initially in the context of designing and implementing a Conflict Prevention Strategy), involve partner organizations in a participative workshop for self-assessment of institutional and organizational capacities. They will be able through this to focus on their own organizational strengths and weaknesses in respect of further work for the Peace & Development Process, and they will probably have a contribution to make regarding their perceptions (as customers and stakeholders) of Government’s capacities.

Tools and Resources

- ❖ TOR International Expert for capacity building
- ❖ Mission agenda for International Expert
- ❖ UNDP (and other) tools for self-assessment of capacity and conflict prevention strategy mapping
- ❖ Training agenda for capacity building of civil society organization
- ❖ Trial workshop materials

5.2.1.2. Preparing PDA Workshops

The multi-stakeholder PDA workshops are an integral part of a PDA process and need thorough preparation. Apart from regular workshop preparation, the following considerations might be useful for preparing the PDA workshops.

Considerations:

- ❑ In a PDA process, a PDA workshop is not a stand-alone event. It is one part of a sequence of important activities that need to be adequately planned for. Joint planning should be carried out with civil society partner regarding the whole sequence of activities, such as a) pre-workshop missions to plan PDA workshops and support the local Advisory Committee in choosing and communicating with participants, b) carrying out the PDA workshop, c) present and validate PDA findings with local authorities and civil society, and d) present and validate local PDA findings with the National-level Steering Board.
- ❑ Strengthen the mechanisms set up under the PDA process – such as the National Steering Board and the local-level Advisory Committees – to play an important role in the preparation of the PDA workshops. They should be empowered to take the lead in convening the Workshop and in choosing the workshop participants. If pertinent, promote participation from national level institutions at the workshops.
- ❑ Conduct pre-workshop missions to:
 - Support and strengthen local advisory committees in convening the workshop; in choosing participants and in ensuring local ownership of the process.
 - Target and encourage participation from vulnerable and marginalized groups such as women’s groups, ethnic minorities, religious groups, youth and elders.
 - Raise the awareness of the PDA process and to ascertain whether changes in methodology are necessary.
- ❑ The quality and usability of the results of a PDA workshop depend crucially on the representative composition of its participants. For the findings to be representative of the concerns of the population as a whole, the participants should reflect the different sectors of the population. At the same time, consider the balance between representativeness, expertise and authority. Consider using selection criteria to prioritize among several equally suitable candidates from one sector.
- ❑ If possible, prepare an information package that informs the participants on the PDA process and their role as participants in the workshop. The package could include the formal invitation letter

from relevant authorities, PDA background information, workshop programme and logistical information. If possible, conduct orientation meetings with participants to explain process, avoid raising false expectations and gauge the skill level of participants.

- ❑ Carefully consider the presence of observers (both from National Government, UN/UNDP and other international organizations) when planning a PDA workshop. The presence of observers might motivate, add weight to the process and provide entry points for joint follow-up actions on PDA findings. At the same time, it might hinder participants to speak freely and raise false expectations.
- ❑ Prepare media outreach activities, such as press releases and media advisories, to inform the local communities on the PDA process.

Tools and Resources

The following tools and resources can be of use:

- ❖ Checklist for workshop preparation
- ❖ Matrix for choosing workshops participants
- ❖ Format for press releases and media advisory

5.2.1.3. Carrying out PDA workshops

It is important to note that this section focuses on considerations for UNDP as planners of the PDA process. As such, this section does not provide recommendation for facilitating PDA workshops. Practical recommendations for facilitation and logistical dimensions of carrying out a PDA workshop can be found as tools.

Considerations:

- ❑ Involve the local advisory committee in the implementation of the workshop. This contributes to their co-responsibility for the success of the workshop; ensures deeper buy-in and encourages local action on conflict prevention priorities. The advisory committee can check participation, monitor group dynamics and provide feedback on organizational and methodological issues to facilitation team during debriefs. If possible, have all members of local advisory committee participate in the workshop.
- ❑ Set up mechanisms for daily debriefs during the workshop and a joint reflection over lessons learned following the conclusion of the workshop. This promotes learning, teamwork and capturing of experiences. All team members, observers and organizers should participate. In daily debriefs, organizational issues, group dynamics, methodology and content should be discussed. In the concluding reflection, strategic issues related the workshop process and content should be analyzed. Feedback should be constructive, the facilitation of the debriefings should rotate, and the discussion should be reported in standardized format to promote sharing and reflection.

- ❑ Interview workshop participants following the conclusion of the workshop for immediate feedback and to collect quotes and other useful information for reports and other communication purposes.

Tools and Resources

- ❖ PDA facilitation module
- ❖ Job description for team members during workshop
- ❖ Format for daily debriefings
- ❖ Format for overall strategic reflection following conclusion of workshop

5.2.1.4. Reporting on PDA workshops

The report of the PDA workshop plays an important role as input to decision-making at local and national level. The workshop report is not only to be read by people who participated in the workshop, but needs to be clear and credible to outsiders. For practical guidelines for taking minutes at a PDA workshop and developing a PDA report please consult the tool below. In Kyrgyzstan, the civil society partner was responsible for developing the PDA workshop reports.

Considerations:

- ❑ Be clear on who the audience is for the PDA workshop reports. Is it the government at local level and/or at national level? Should the reports be developed differently depending on the audience? If complementary research is being carried out, should it be incorporated into the report before presented?
- ❑ Consider how to balance the need to make the PDA workshop report usable and acceptable to local and national authorities while not compromising the legitimacy of the report.

Tools and Resources

- ❖ Guidelines for development of PDA workshop report
- ❖ Format for PDA workshop report

5.2.1.5. Validation and socialization of PDA Workshop findings

The validation and socialization of the findings from a PDA workshop is important to ensure legitimacy of the findings and to start paving the way for addressing the conflict prevention priorities identified in a PDA workshop. In Kyrgyzstan, the civil society implementing partner presented the PDA workshop report to the local advisory committee and key representatives from all sectors of society. Subsequently, meetings of the National Steering Board were held where each local advisory committee presented their respective PDA workshop reports.

Considerations:

- ❑ Consider holding a debriefing meeting with the head of the regional government soon after the workshop in order to build further on the energy that was created. Further, consider if the local advisory committee can brief relevant public officials before the presentation to ensure previous buy-in and limit resistance to sensitive issues.

- ❑ Consider who should be presenting the workshop findings. Ownership might be optimized if local advisory committee presents instead of civil society partner and UNDP.
- ❑ Plan and consider how to deal with and incorporate potential feedback from validation sessions. Should feedback be incorporated into the report? Should the report be changed? These questions touch upon issues related to legitimacy, potential politicization and credibility and should be considered carefully.
- ❑ Present the local PDA findings to the National Steering Board. If possible, the head of local advisory committee together with a local civil society representative could present the findings.

Tools and Resources

- ❖ Sample of report presentation

5.2.2. Complementary Research

Complementary research is important in a PDA process since it supplements the qualitative information emanating from the PDA workshops and provides in-depth information on key conflict prevention priorities identified in the PDA workshops. Complementary research can also strengthen the design of future programmes and help mainstream the outcomes from the PDA into existing and new projects. In Kyrgyzstan, the complementary research consisted of a nation-wide quantitative survey and in-depth thematic assessments.

Considerations

- ❑ Consider when to conduct complementary research in a PDA process. In Kyrgyzstan, it was decided to carry out research following the conclusion of the workshops. The decision was taken to preserve the legitimacy generated from the joint analysis at local level and not predetermine what issues were important before the consultations had finished. The downside of this, however, is the risk to slow down the momentum.
- ❑ Consider who should be consulted and who takes the decision on what research should be conducted. National-level government? National Steering Board? Local level mechanisms?
- ❑ Focus on conducting highly operational and policy orientated research that can be used by UNDP and partners in the design of responses. As such, the complementary research could focus on priority issues, relevant responses, key responsible institutions as well as entry points and response strategies. They can either be undertaken by UNDP staff with the support of additional consultants or can be commissioned to external institutions.
- ❑ If possible, involve PDA mechanisms such as the Steering Board and local Advisory Committees in the research. They can support the

process by providing logistical and organizational support and by providing local information and statistical data.

- If carrying out a nation-wide survey as part of a PDA process, it might be useful to consider the following:
 - Rationale of carrying out a survey – WHY do it?
 - The capacity of the research institution carrying out the survey in terms of conflict sensitivity and conflict prevention. Additional capacity building might be necessary.
 - Questionnaire – pilot – implementation of survey
 - *To be filled in after information received from KYR*

- If carrying out thematic research, consider the following aspects:
 - Recommendations regarding gauging capacity and how to counteract low capacity
 - What role can thematic research have in a PDA process
 - *To be filled in after information received from KYR*

Tools and Resources

- ❖ Terms of Reference for National Survey
- ❖ Sample questionnaire for National Survey
- ❖ TOR for thematic research

5.2.3. Actual Research carried out by Perspektiva following on from the PDA Workshops process in Kyrgyzstan

The actual complementary research took the form of what was called a 'Thematic Evaluation of Peace & Development Priorities in the Kyrgyz Republic which was carried out by a local NGO - Perspektiva.

The research covered the following aspects:

- Public management (Governance) and the Conflict;
- Natural resources management and the Conflict;
- Food Security/poverty and the Conflict ;
- Value-demographic preconditions of conflicts occurrence.

The main conclusions of the research were incorporated into the National Peace and Development Report which was compiled by another NGO / Think Tank – The Center for Public Technologies (& Policy) – CPT.

It should be said that this work did not really deal with the issue of how to institute and implement an Early Warning System. A PDA Process (in Kyrgyzstan or anywhere else) should have two key analytical elements: (a) a preventative/early warning function; and (b) some analytical characteristics that are different from those of other programming approaches (i.e., governance, economic development, decentralization, civil society development, gender mainstreaming etc.).

Components (a) and (b) are both necessary in order to produce concrete, actionable programming suggestions that could make a difference in people's lives, and would not be produced by some other conceptual/programming framework. It should be pointed out at this point that the aim of this

'knowledge product' is not to set out a complete set of such concrete suggestions. That is another piece of work that UNDP should consider undertaking together with Government and other partners in any such process. In any event it will always be necessary to make recommendation for linking the PDA process to a National Concept Planning Process, and develop suitable tools for what is often called a 'Road Map' for the way forward.

On (a) - the requirement for a robust but simple Early Warning mechanism of some sort: The PDA in Kyrgyzstan did not have one at the time the workshops were conducted.

On (b) – the need for the PDA's analytical approach to be different from, but complementary to other approaches (e.g. for governance, rule of law etc.): it could be said that other programming approaches (particularly governance and anti-corruption) should be (and perhaps are) addressing mainstream components for strengthening public administration reforms (PAR), Human Resources Management and Development (HRM&D), Public Financial Management, Fiduciary Risk and Accountability. In any event, the important thing is to try to ensure that all of these efforts are not fragmented, but rather harmonized internally, ideally with consideration of a 'One UN' approach and action to the need to add value to other donor programmes. As a result, it will be essential to integrate concrete, actionable programming suggestions for conflict prevention, reconciliation, reconstruction and peace-building into these core programmes if the overall support by Development Partners is to make a difference in people's lives.

5.2.3. Systematization of PDA Findings and Knowledge Management

A PDA process generates a wealth of analysis and information that is useful for different actors in different ways. Care needs to be taken to maximize the impact of the analysis resulting from a PDA process. UNDP Kyrgyzstan did this by focusing on information management and by prioritizing documenting and sharing the experiences and the lessons that had been learned by the Government, UNDP and civil society partners.

Considerations:

- ❑ Assign responsibility to one staff member to store all information emanating from the PDA process. Develop a clear matrix with all the PDA information to limit impact of staff turnover and to promote information sharing among all actors.
- ❑ Consider compiling all the findings from the PDA workshops into one comprehensive document. While not representing the national PDA report, such a document can summarize all the findings and draw out crosscutting issues that have emerged during all consultations.
- ❑ Ensure that funding and planning goes into documenting and sharing the experience and learning that take place under a PDA process. PDA processes have been carried out in a wealth of different contexts and undergo adaptations in each place. Contributing to the existing pool of knowledge requires planning, resources and funding. Ensure that this process remain inclusive by bringing in all relevant stakeholders.
- ❑ Ensure that the consolidated Conclusions and Recommendations from the PDA Process itself are widely circulated and discussed by those who are coordinating other UNDP Programmes (Governance, Rule of Law etc.) and other donor programmes. It may be the case that some necessary elements that have not been directly addressed through the PDA workshops (e.g. an early warning reporting mechanism) could have been established through another programme. In addition it may be appropriate for some of the recommendations for action to be picked up and implemented by other programmes. Anything that is not covered or allocated in this way, can then be programmed into subsequent phases of the PDP Process (provided funding is available to move forward from analysis to strategy to action planning).

Tools and Resources

- ❖ Matrix for PDA information management
- ❖ Terms of Reference for Summary Report and knowledge products

5.3. TAKING ACTION ON PDA FINDINGS

Depending on what goals have been set for a PDA process, the final phase consisting of taking action on PDA findings will vary accordingly. UNDP Kyrgyzstan focused on three different levels of impact of the PDA process, including: a) policy framework at national level, b) policy framework at local

level, and c) programmatic interventions to address conflict prevention priorities.

5.3.1. Policy Framework at National Level

This section includes recommendations for steps that can be taken to promote the development of a national level policy framework that can address priorities identified under a PDA process.

Considerations:

- ❑ Compile all PDA generated analysis into one National PDA Report. Consider the use of an expert group, the role of National Steering Board and local Advisory Committees in this process.
- ❑ The National PDA Report can serve as the key document for discussion at a National Conference. If carrying out a National Conference, an agenda could focus on getting agreement on: a) the broad content of the policy framework, b) what additional research is needed to draft the framework (e.g. on legislation), and c) the drafting, approval and ratification process for the policy framework.
- ❑ It is probably advisable, however, to consider holding a participative capacity assessment workshop for Central Government and key stakeholders (Provincial / Local Government representatives, NGOs, CBOs, other UNDP Country Office management and possibly donors). Such a workshop could identify, and generate consensus for the Vital Areas for Improvement that need capacity development support from the UNDP if a new Conflict Prevention Strategy and its component 'pillars' and elements are to be *SMART* (Specific, Measurable, Agreed, Realistic (achievable), and Time-bound). The PDA Report could then be presented along with an Outline Strategy, thus avoiding a possible reaction of 'So what? Where do we go from here?' from stakeholders.
- ❑ In this context, it is sensible, therefore, to delay plans for a conference simply to present and endorse the PDA process (and National PDA Report) until after the opportunity to hold a participative capacity assessment workshop. A two-day event for a relatively 'expert' but still relatively inclusive and representative group from those organizations that have taken part thus far can achieve both self-assessment of existing capacities and consolidation of the key emerging priorities for capacity development into a draft Strategy Map for Conflict Prevention.
- ❑ Being able to present the Report together with an outline Conflict Prevention Strategy which has been informed by both the PDA assessment and the Capacity Assessment, will pre-empt the question "The Analysis seems fine, but where do we go from here? What is Government (and the UNDP) going to do about the conclusions and recommendations?".
- ❑ Thereafter, it will be essential to develop a communication strategy for the National Peace and Development Report and CP Strategy starting

with prior publicity for, and working materials for a National Conference. It could include: a) showing a short documentary on the PDA process at the Conference; b) providing a one-minute video of PDA process for airing on national television; c) issuing press releases and taking out advertising space in newspapers; d) organizing press-statements by participants before and after the National Conference; and e) issuing press releases on National Conference agreements for follow-up.

- ❑ Following the National Conference, launch the policy drafting process based on the agreements made, and specifically endorsement for the Conflict Prevention Strategy Map during the National Conference. Consider establishing an expert group to carry out necessary research on identified areas, draft the detailed strategy and action plans linking to both Government, UNDP, and other donor programmes with respect to agreed content, and propose the comprehensive draft strategy to the National Steering Board for comments. Submit final draft for ratification to appropriate authorities – also considering the need for a strategy to survive eventual political transitions.

Tools and Resources

- ❖ Terms of Reference for National Report

5.3.2. Policy Framework at Local Level

This section will include recommendations related to the incorporation of PDA findings into local level development plans. The incorporation of the conflict prevention priorities identified during the local PDA consultations into local policy frameworks can help address both pressing local tensions and the root obstacles to peace existing at local level.

Considerations:

- ❑ Organize local multi-stakeholder platforms to discuss local PDA reports and to promote information-sharing, transparency and help raise the awareness of the importance of peace and development. Local forums can promote increased accountability on behalf of the local authorities and encourage joint planning on the integration of the findings into local development plans. Encourage the presentation on behalf of the local authorities to promote local ownership and maintain a multi-stakeholder approach in the forums. Invite actors from the international community to involve them and explore opportunities for joint or more integrated programming among development partners.
- ❑ Dedicate special human resources to support the incorporation of the findings into local development plans. National experts can be hired to support local level advisory committees and the local authorities to incorporate the findings. Carry out institutional and capacity assessments of the relevant local institutions to gauge what support is needed for them to incorporate the PDA findings. Consider allocating financial resources for the implementation of proposed activities.

Tools and Resources

- ❖ Terms of Reference for local experts
- ❖ Agenda for local forums

5.3.3. Interventions to address conflict prevention priorities

A PDA process can serve as a catalyst for action for starting to address the priorities for conflict prevention that have been identified during the process. As such, a PDA process provides entry points for new initiatives to address conflict prevention priorities and for starting to mainstream conflict prevention throughout UNDP focus areas.

Considerations:

- ❑ Use PDA findings to strengthen project formulation for other UNDP areas and to mainstream conflict prevention. In this way, the PDA process can be linked to a continuum of 'regular' development interventions that transform the PDA findings into activities and concrete results. When doing this, invest efforts into transforming the PDA findings into concrete and 'doable' interventions for other UNDP focus areas. Focus needs to be on what they can do and how they can do it.
- ❑ Consider what kind of support UNDP can give to the local advisory committees in their efforts to address the conflict prevention priorities identified under the PDA process.
- ❑ Consider how to approach a coherent implementation of PDA findings. Many stakeholders will have been involved in a PDA process, and -- as has been seen in a variety a contexts -- a PDA process serves as a catalyst for action on the identified priorities. Consider issues related to attributability of the results, the monitoring and evaluation of results and other related issues.

Tools and Resources

- ❖ Presentation of PDA findings for UNDP mainstreaming
- ❖ Matrix for mainstreaming PDA findings into UNDP programming

6. STRATEGIC REFLECTIONS

The following section presents reflections on some of the overall difficulties and challenges encountered during the PDA process in Kyrgyzstan according to the main stakeholders of the process. These are considerations that hopefully can be useful for other colleagues thinking of carrying out a PDA process. These reflections are structured according to conceptual and methodological considerations and management considerations. Additional lessons learned and recommendations in terms of each step of the PDA process can be found in the How-to-Guide forming part of this knowledge management initiative of UNDP Kyrgyzstan.

6.1. CONCEPTUAL AND METHODOLOGICAL CONSIDERATIONS

Is it only an analysis? The question of a name...

The very title of this initiative – Peace and Development Analysis – does not fully reflect and describe what the intervention in Kyrgyzstan entailed and encompassed. It is, of course, true that in general analysis is not strategy. Strategy is not planning, and planning is not action. Nevertheless, the reality was that in Kyrgyzstan, the generation of an analysis of conflict prevention priorities was important, but equal emphasis was put on establishing and strengthening mechanisms that could both legitimize the process and moreover address the priorities identified in the process. As such, it was not only a process to identify the problems and the solutions, but also to start addressing them. Furthermore, the equally important indirect peacebuilding results coming out of a PDA process are also not adequately reflected by the title. Since the title of the intervention does not reflect these aspects, the team found it difficult to effectively communicate what the PDA process entailed to both internal and external stakeholders. Colleagues might benefit from reflecting on exactly what role and result a PDA-style process in their context would have and adapt the name accordingly. Perhaps ‘Peace & Development Analysis and Strategy Mapping – PDASM Process’ would more accurately reflect the value of the process.

Setting the goal of a PDA process

Given the flexibility of the PDA approach, the PDA can be used in a variety of contexts and for varying purposes. When setting the goal and objectives of a PDA process, it is important to consult with all relevant stakeholders and jointly develop the goals, while making sure that the goals are feasible and take into account country context, possible risks, financial resources available, existing time frames and human resources required. Carrying out a national PDA process as in Kyrgyzstan puts considerable strain on all participating institutions; needs substantial financial and human resources and imply a medium-to long term perspective to properly prepare and anchor the process, carry it out and follow up on the identified priorities. This needs to be acknowledged and planned for from the outset.

Linking PDA methodology to public policy frameworks

If, as in Kyrgyzstan, a main objective of the PDA process is to feed into and/or lay the foundations for local and/or national level policy frameworks, it is recommend that adequate time be allowed to consider the commitment

and resources needed to properly assess the existing policy frameworks in terms of institutional and financial strengths, weaknesses and opportunities and the need to consult with local and national government in terms of their needs. Based on this, the PDA workshop methodology should be adapted accordingly to require the generation of information that is needed from the Government, while maintaining the basic tenets of the PDA approach.

Gender sensitivity in the PDA methodology

Gender needs to be fully and thoroughly mainstreamed throughout the PDA workshop methodology. In Kyrgyzstan, equal representation and participation of men and women were achieved in the National Steering Board, the Oblast Advisory Committees and in the PDA workshops. This ensured that women's voices were heard in the process. However, the PDA workshop methodology (including survey techniques and subsequent capacity assessment) need fully to integrate gender in all the methodological instruments and in facilitation techniques, in order to ensure that the generated analysis truly captures and reflects gender-related concerns. It will also be important to ensure that targets and indicators for Outputs from future capacity building with Government and partner organizations are appropriately disaggregated to help to ensure equitable participation in implementation activities and wider attitudinal and behavioural change.

6.2. MANAGEMENT CONSIDERATIONS

The question of measuring and attributing results

The PDA process in Kyrgyzstan has generated credible, legitimate and new information regarding conflict prevention priorities in the country. As a direct result of the PDA process, many different actors are taking action on these priorities. For UNDP Kyrgyzstan, it has been challenging to track and show how these indirect results are a product of the PDA process to both the Government and to donors that have been involved in the process. The actions are taken by a wealth of institutions and organizations at both national and local level and are of a highly organic character in as much as they are non-planned, not foreseen and difficult to attribute. Taking into account that a sub-objective of the PDA process in Kyrgyzstan was to raise the awareness of the need for conflict prevention, the fact that the PDA process is serving as a catalyst for action is contributing towards that objective. This should be considered by other colleagues planning on embarking upon a PDA-style process.

Partnership for conflict prevention

UNDP in Kyrgyzstan learned that it would have been important to involve a civil society organization from the very onset of a PDA process. Therefore, when planning for a PDA process, it would be highly recommendable to plan resources and time for involving civil society organizations from the beginning to benefit from their input when adapting the PDA approach and methodology to the national context. Moreover, it should be considered to allocate resources for involving and working jointly with the implementing partner in the preparation of a PDA process (including the establishment and strengthening of PDA mechanisms); in all aspects of the implementation of the PDA workshops, and in the follow-up activities after the consultation phase.

Mechanisms for peace

The role and responsibility of the mechanisms of a PDA process will invariably differ depending on the scope, approach and context of a PDA process. In Kyrgyzstan, it was learned that the role, responsibility and need of these mechanisms also vary depending on the phase of the PDA process. The role of the NSB and OACs in the preparation and implementation phase of the PDA process in Kyrgyzstan focused rightly on ensuring legitimacy of the process. This involved ensuring that the members were highly knowledgeable of the local context and represented relevant sectors of society in order for the mechanisms to be legitimate. In the follow-up and consolidation phase however, the mechanisms for peace will instead focus on incorporating the PDA findings into local and national development strategies and into the work plans of a multitude of organizations and agencies. This requires a different set of skills and could also affect the composition of members of the mechanisms for peace.

PDA as an entry point for mainstreaming conflict prevention into UN/UNDP programming

The findings from a PDA process will invariably touch upon the interface between conflict prevention and other main UNDP focus areas, such as democratic governance, poverty reduction, environment and energy and capacity development. If possible, it would be strategic to ensure ongoing commitment throughout from senior UNDP management in terms of follow-up implementation of PDA findings involving these UNDP focus areas. In this way, the PDA process can serve as an entry point for beginning to mainstream conflict sensitivity and prevention throughout UNDP programming.

7. CONCLUSION

The experience from UNDP and its partners in conducting a Peace and Development Analysis process in Kyrgyzstan has confirmed the important and unique role that a participatory analysis process can play in preventing conflicts and building peace. The experiences from Kyrgyzstan have shown that a PDA should be seen as a comprehensive process to promote peace and development. In Kyrgyzstan, far from only producing an analysis of conflict prevention priorities, the PDA process has achieved important results in terms of promoting conflict prevention priorities that should inform public policy frameworks, as well as programming by UNDP and other Development Partners. The process has also added value beyond analysis of perceptions and data in terms of building skills and capacity in conflict analysis and dialogue; in promoting peacebuilding and trust building between different sectors of society, and in generating action to address conflict prevention priorities among a variety of actors.

The PDA process in Kyrgyzstan – through the establishment of important mechanisms that form part of the process – has served as a strategic tool to improve and ensure real and sustainable governmental ownership and involvement in conflict prevention. It is hoped that this will contribute significantly to a shift in the government focus from reactivity to proactivity as the process has provided a nation-wide perspective on tensions and obstacles to peace, but also on existing capacities for peace and concrete recommendations for action.

The PDA process is unique as a tool that can provide a nation-wide picture of priorities for conflict prevention and that comprehensively presents cross-cutting priorities and the linkages between visible symptoms of conflict and the root obstacles to peace and development. While generating the analysis, the PDA process simultaneously puts focus on establishing the ownership, political will and the mechanisms necessary to address the findings from the analysis.

The reflections and experiences from the PDA process in Kyrgyzstan should feed into a broader reflection on lessons from similar processes in Fiji, Indonesia and other countries. Colleagues from UNDP-BCPR and Country Offices, together with their respective governmental and civil society partners should benefit from the global lessons learned on participatory analysis processes in preventing conflict and building peace.